

# **SOUTH CAROLINA EMERGENCY OPERATIONS PLAN**

## **BASIC PLAN**

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### **I. INTRODUCTION**

#### **A. General**

It is the policy of the State of South Carolina to be prepared for any emergency or disaster. Emergency response personnel, equipment, and facilities will be maintained in a state of readiness to save lives, prevent or minimize damage to property, and provide assistance to all people who are threatened by an emergency or who become victims of any disaster. Emergency operations will be coordinated to the maximum extent with comparable activities of local governments, other states, the federal government, and private agencies of every type. The level and duration of state commitment of resources shall be determined by the Governor.

#### **B. Specific**

1. This plan establishes the policies and procedures by which the State will coordinate state and federal response to disasters impacting South Carolina and its citizens.
2. It describes how the State will mobilize resources and conduct activities to guide and support local emergency management efforts through preparedness, response, recovery, and mitigation planning.
3. It utilizes the Emergency Support Function (ESF) concept to marshal and apply state resources and describes the responsibilities of state agencies in executing effective response and recovery operations.
4. This plan supports the National Incident Management System (NIMS) which is a nationwide template enabling federal, state, local, and tribal governments and private sector and non-governmental organizations to work together effectively and efficiently to prevent, prepare for, respond to, and recover from domestic incidents regardless of cause, size, or complexity.

#### **C. Mission**

State government has a five-fold mission:

1. To warn of impending danger;
2. When required, support local government disaster operations with timely, effective deployment of state resources;

3. Through the public information process, keep affected residents informed about the situation and how they can protect themselves;
4. Coordinate and direct restoration and recovery operations when local government resources are exhausted; and
5. Assess local needs and coordinate support from adjacent states and the federal government as necessary and appropriate.

**D. Emergency Management Planning Responsibilities**

1. Prevention actions include those taken to avoid an incident or to intervene to stop an incident from occurring. Activities include applying intelligence information and developing corresponding countermeasures.
2. Mitigation activities are those that are designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident.
3. Preparedness activities, programs and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training and exercising are among the activities conducted under this phase.
4. Response involves activities and programs designed to address the immediate and short-term effects of the onset of an emergency or disaster. It helps to reduce additional casualties and damage and to speed recovery. Response activities include warning, direction and control, evacuation, and other similar operations.
5. Recovery involves returning systems to pre-disaster conditions. Short-term recovery actions are taken to assess damage and return vital life-support systems to minimum operating standards; long-term recovery actions may be continued for years.

**II. SITUATION AND ASSUMPTIONS**

**A. Situation**

**1. Vulnerability Analysis (Demographics)**

South Carolina's population was estimated 4,198,000 in July 2004 (US Bureau of Census). The population is projected to be close to 4.5 million by July 1, 2010. In addition to the permanent residential population,

millions of tourists visit the state each year. As the twenty-sixth most populated state in the nation, combined with such a huge tourist population, South Carolina can experience a loss of life and property of catastrophic proportion due to an array of hazards. The following statistics illustrate the vulnerability of the state's population:

- a. Forty-one (41) percent (1,670,000) of the state's total population resides in the 23 coastal and low country counties.
- b. Twenty (20) percent (867,000) of the state's total population resided in mobile homes in 2003.
- c. Twelve (12) percent (488,000) of the state's total population is 65 years of age and over.
- d. Tens of thousands of persons have special medical or dietary needs requiring special sheltering assistance.
- e. Over 30 million tourists visit the state annually.

## 2. Hazard Analysis

South Carolina is threatened by natural and technological hazards. The threat posed by these hazards is both immediate (e.g., hazardous chemical spill, hurricane, tornado) and long-term (e.g., drought, chronic chemical release). These hazards have the potential to disrupt day-to-day activities, cause extensive property damage, and create mass casualties. Historically, the greatest risk was perceived to be from natural hazards (e.g., hurricanes, tornadoes, severe storms, floods, earthquakes). However, the continued expansion of chemical usage is raising the risk posed by technological hazards (e.g., hazardous chemical releases/spills) in South Carolina. Possible hazards include:

### a. Hurricanes and Tropical Storms

South Carolina is one of the most vulnerable states in the nation to be impacted by hurricanes and tropical storms. Of the state's 46 counties, 6 have coastlines, which border the Atlantic Ocean. These counties have over 200 miles of general coastline and all inland counties may be directly affected by these storms. Densely populated coastal areas, especially during peak tourist seasons, coupled with the generally low coastal elevations, significantly increase the state's vulnerability. The greatest threat to life and property associated with a hurricane and tropical storm is storm surge. Other effects include high winds, tornadoes, and inland flooding associated with heavy rainfall that usually accompanies these storms. More detailed information can be found in

Attachment B, Annex 25 of this document and the South Carolina Hurricane Plan.

b. Tornadoes

South Carolina has averaged nearly 12 tornadoes each year since 1950, resulting in 54 fatalities and 1,501 injuries. In 2004, South Carolina experienced 82 tornadoes through November 24th, and a new daily record of 46 tornadoes occurred with Tropical Storm Frances as it passed near the state on September 7th, 2004. South Carolina ranks twenty-sixth in the United States in the number of tornado strikes, and eighteenth in the number of tornadoes per square mile. The most common type of tornado, the relatively weak and short-lived type, occurs between March and May. Tornadoes are most likely during the spring, but can occur almost anywhere at anytime.

c. Coastal and Riverine Flooding

(1) In South Carolina, several variations of flood hazards occur due to the different effects of severe thunderstorms, hurricanes, seasonal rains and other weather-related conditions. The State's low-lying topography, combined with its humid subtropical climate, makes it highly vulnerable to inland or riverine flooding. Riverine flooding occurs when the flow of rainwater runoff is greater than the carrying capacities of the natural drainage systems. One of the most destructive riverine floods in South Carolina, based on the area affected, was the 1903 flood. Heavy rains associated with a low-pressure system and an upstream dam failure caused this flood. The textile communities of Clifton and Pacolet were hardest hit. The Pacolet River rose as much as 40 feet in an hour, resulting in the deaths of sixty-five people.

(2) In comparison to riverine flooding, coastal flooding is usually the result of a severe weather system such as a tropical storm, hurricane, or intense offshore cyclone, which contains an element of high winds. The damaging effects of coastal floods are caused by a combination of storm surge, wind, rain, erosion and battering by debris. In 1999, three tropical systems resulted in over 24 inches of rain in Horry County. The Waccamaw River and tributaries caused significant flooding throughout northeastern South Carolina.

d. Nuclear Power Plants

The state has four nuclear power facilities and three closely located in neighboring states. All South Carolina counties, except for five coastal counties (Beaufort, Berkeley, Charleston, Dorchester, and Georgetown) fall within the 10 or 50 mile emergency planning zones of at least one nuclear power plant. More detailed information can be found in Attachment A, Annex 25 of this document and the South Carolina Operational Radiological Emergency Response Plan.

e. Earthquakes

- (1) South Carolina experiences several earthquakes annually. These are typically low-level events with magnitudes ranging from less than 1.0 to approximately 3.0 but generally not felt by people. About 70 percent of these occur in the vicinity of the epicenter of the 1886 Charleston earthquake, a region referred to as the Middleton Place-Summerville Seismic Zone (MPSSZ). The two most significant historical earthquakes to occur in South Carolina were the 1886 Charleston/Summerville earthquake and the 1913 Union County earthquake. The 1886 earthquake in Charleston was the most damaging earthquake to ever occur in the eastern United States. In terms of lives lost, human suffering, and devastation, this was the most destructive United States earthquake in the 19th century.
- (2) Earthquakes in South Carolina have the potential to cause great and sudden loss because devastation can occur in minutes. While there have not been any large scale earthquakes in South Carolina in recent years, a 2001 study titled, Comprehensive Seismic Risk and Vulnerability Study for the State of South Carolina, confirmed the state is extremely vulnerable to earthquake activity. The study, based on scientific research, provided information about the likely effects of earthquakes on the current population and on contemporary structures and systems, including roadways, bridges, homes, commercial and government buildings, schools, hospitals, and water and sewer facilities. More detailed information can be found in Attachment C, Annex 25 of this document and the South Carolina Earthquake Plan.

## f. Fires

- (1) South Carolina is ranked 35<sup>th</sup> in the United States in fire deaths with 92 fire related deaths in 2002.
- (2) Wildfires are caused by numerous sources ranging from lightning, arson, carelessness by smokers, individuals burning debris or operating equipment which throws sparks, to children playing with matches. People cause ninety-eight percent of all SC wildfires, with the leading cause being careless debris burning. The second leading cause of wildfire is woods arson.
- (3) In a typical year, South Carolina responds to about 5,000 wildfires, which burn nearly 30,000 acres. South Carolina's wildfire season usually occurs between late winter and early spring. The largest wildfire occurred in April 1976 when 30,000 acres burned in Horry County. The state's worst 12-month period occurred between July 1980 and June 1981 when 14,405 fires were reported.

## g. Hazardous Materials

The state's industrial capacity and the network of interstate highways and railways result in vulnerabilities to hazardous material releases from both stationary sites and transportation sources. In 2001, 937 facilities reported storing extremely hazardous substances exceeding the Threshold Planning Quantity as classified by Section 302/304 of the Superfund Amendments and Reauthorization Act (SARA Title III). These facilities are located throughout the state in both rural and densely populated areas and do not include retail gas stations or telephone relay battery storage sites. Many facilities are located in coastal counties that could be impacted by hurricane force winds and rains. In 2001, approximately 2414 facilities reported toxic chemical inventories of more than 10,000 pounds as classified by Section 311/312 of the Superfund Amendments and Reauthorization Act (SARA, Title III). Data indicates these facilities are clustered along Interstate 85. While the greatest number of facilities concentrate along that route, numerous other toxic release inventory facilities, are located throughout the state adjacent to large population centers. Further, the extensive network of interstate highways and railways that supply industries with chemical and petroleum products could result in a moderate to large accidental release of hazardous materials from a transportation source. In 2005, a rail accident in Graniteville caused a chlorine release which resulted in nine fatalities.

#### h. Terrorism

- (1) While there have not been any successful acts of terrorism committed in South Carolina in recent years, the state has many critical and high-profile facilities, high concentrations of population and other potentially-attractive venues for terrorist activity that are inherently vulnerable to a variety of terrorist methods. Recent nationwide terrorist activity and its continued threat continue to reinforce potential dangers.
- (2) Governmental, transportation, commercial, infrastructure, cultural, academic, research, military, athletic and other activities and facilities constitute ideal targets for terrorist attacks which may cause catastrophic levels of property and environmental damage, injury, and loss of life.
- (3) Terrorist attacks may take the form of other hazards described in this section when incidents of these types are executed for criminal purposes, such as induced dam or levee failures, the use of hazardous materials to injure or kill, or the use of biological weapons to create an epidemic.
- (4) More detailed information concerning the state's response to a terrorist threat can be found in Attachment F, Annex 25 of this document.

#### i. Transportation

- (1) South Carolina has a large transportation network consisting of major highways, airports, marine ports and passenger railroads. In many locations throughout the state, the potential exists that a major transportation accident causing numerous injuries and/or fatalities may occur.
- (2) With the linear configuration of several major highways in South Carolina, it is also important to note that a major transportation accident could occur in a relatively rural area, severely stressing the capabilities of local resources to respond effectively. Similarly, a major transportation accident could involve a large number of tourists and visitors from other countries, given South Carolina's popularity as a vacation destination, further complicating the emergency response to such an event.

j. Civil Disorder

Civil disorder may occur at anytime in South Carolina. However, civil disorder is often preceded by periods of increased tension caused by questionable social and/or political events such as controversial jury trials or law enforcement actions. More detailed information can be found in Attachment E, Annex 25 of this document.

k. Dam Failure

South Carolina has over 50,000 dams throughout the state, including 32 federally regulated dams and 2313 state regulated dams. At any time, one or more of these dams may be threatened by upstream flash floods, earthquakes, neglect or any combination of the above, which can cause personal injury or death, significant water damage to property or additional failures to dams located downstream. More detailed information can be found in Attachment D, Annex 25 of this document.

l. Severe Winter Weather

Snow and ice storms, coupled with cold temperatures, periodically threaten the state. Winter storms can damage property, create safety risks, destroy crops and valuable timber, damage infrastructure components such as power lines, and have enormous economic impacts. Snow and ice storms most recently struck South Carolina in 2000, 2002, 2003, 2004, and 2005.

m. Droughts

South Carolina is not immune to drought periods, the most recent having occurred in 1983, 1986, 1993, and 1998 - 2002. The 1998–2002 drought is one of the longest and most severe in more than 100 years. The 1998–2002 drought has had a major economic impact on the state with significant effects on tourism, forestry, and agriculture. Losses continue to accumulate and are difficult to quantify because of the indirect impact it has on so many sectors. The farm losses alone from this drought total over \$1 billion.

3. A detailed hazard analysis by county can be found in the State of South Carolina Hazard Assessment, January 2001. A Hazard Rating Summary (Table 1), which is based on this assessment and provides a relative ranking of the hazards found in South Carolina, can be found on Page 36.



**B. Assumptions**

1. A disaster may occur with little or no warning, and may escalate far more rapidly than the ability of any single local response organization or jurisdiction to handle.
2. Most disasters/emergencies will be managed by local governments, utilizing resources within their jurisdictions.
3. When an emergency exceeds local resource and response capabilities, local government will request assistance from the next higher level of government.
4. When state property is affected, the responsible state agency will utilize its own resources and establish communications with the State Emergency Operations Centers (SEOC).
5. Both local government and state agencies will utilize resources obtained by pre-arranged agreements with neighboring jurisdictions, states and federal entities, and the local private sector prior to seeking the next higher level assistance.
6. The federal government will be available with financial and additional resources when response and recovery operations exceed the capabilities of state government in a Presidentially declared disaster or emergency. In some instances, federal agencies may provide direct assistance without a Presidential declaration.

**III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES****A. General**

Most departments and agencies within the state government have emergency functions to perform in addition to their normal duties. See Table 2, Page 37, Organization for Emergency Operations. Each is responsible for developing and maintaining emergency management procedures in accordance with the direction and guidance given in this plan. Specific responsibilities are outlined in subparagraphs III.C through G, and in the separate annexes of this plan. Responsibilities of certain organizations that are not part of state government are also addressed in appropriate annexes.

**B. Emergency Organization**

Organizational responsibility assignments, primary (P) and support (S), covered by this plan are displayed in the matrix found in Table 3, Page 38. In the event it becomes necessary to request outside assistance, coordination will be made through the Director, South Carolina Emergency Management Division (SCEMD), and the Governor.

C. County

Regulation 58-1, Local Emergency Preparedness Standards, outlines county emergency management responsibilities. Key elements include:

1. Establishing a formal emergency management organization to be charged with duties incident to the protection of life and property in the county during an emergency, which includes:
  - a. Developing a vulnerability analysis to identify hazards that may have a potential impact on the jurisdiction.
  - b. Developing a county Basic Emergency Operations Plan outlining the roles and responsibilities of the County Emergency Management organization during an emergency, which will be updated annually and certified by SCEMD.
  - c. Establishing and conducting an emergency preparedness exercise and training program.
  - d. Developing a system, based on available resources, to provide for timely warning of the public and the dissemination of instructions for self-protection during an emergency.
  - e. Establishing and conducting an ongoing emergency preparedness public education program.
2. Conducting emergency operations with support from within the jurisdiction and municipalities, and if needed the State, and effectively supporting the conduct of such operations.

D. State

1. Development of an emergency management organization at the state level involving all government agencies, private and volunteer organizations that have responsibilities in comprehensive emergency management within South Carolina.
2. Development and implementation of a broad-based public awareness, education and preparedness program designed to reach a majority of the citizens of South Carolina, including citizens needing special media formats, such as hearing impaired individuals.
3. Support of the emergency management needs of all counties by developing reciprocal intra- and inter-state mutual aid agreements, in

addition to assistance from the Federal Emergency Management Agency (FEMA) and Department of Homeland Security (DHS).

4. Direction and control of a state response and recovery organization based on functional support groups, involving broad participation from state, private and voluntary relief organizations, and compatible with the federal response and recovery organization and concept of operations.
5. Development and implementation of programs or initiatives designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies, standards and regulations.

E. Responsibilities of Heads of State Departments and Agencies

1. Appoint a department or agency emergency coordinator, and alternate, to support State Emergency Response Team (SERT) operations as assigned in this plan. Emergency coordinators will prepare and maintain assigned operational annexes of this plan and will develop Standard Operating Procedures (SOPs) appropriate to the agency execution of this function. Emergency coordinators shall have the authority to commit agency resources and expedite program operations in the provision and coordination of emergency services.
2. Develop and maintain the internal SOPs for the execution of primary functions in accordance with this plan. Provide updated copies of detailed SOPs and manuals to the Director, SCEMD, within 15 days after date of completion.
3. Assign personnel to augment the SERT in the State Emergency Operations Center in accordance with requirements set forth by the Director, SCEMD.
4. Mobilize and utilize allocated and available resources to meet emergency or disaster requirements.
5. Maintain capability for the emergency procurement of supplies and equipment required and not otherwise available.
6. Provide training as appropriate to personnel assigned to execute respective emergency functions in this plan.
7. Maintain a 24-hour response team capability in department or agency.
8. Coordinate functional service provisions with local governments and private service organizations.
9. Assist federal representatives in providing emergency response or disaster assistance within the affected areas.

10. Conduct workshops and seminars as necessary to provide information regarding new equipment and operating procedures for all governmental, service organizations and volunteer personnel participating in the implementation of assigned function.
11. Provide all agency/department employees appropriate training to assure an awareness of the hazardous threats common to South Carolina and the overall state emergency management program.
12. Review this plan annually and update assigned annexes and SOPs to meet current department policy and organization. Revisions must be compatible with the policies set forth in the basic plan. Two copies of the revised annexes shall be forwarded to the Director, SCEMD, when completed.
13. Maintain current internal notification/recall rosters and communications systems.
14. Assign appropriate personnel to succeed the "decision-making authority."
15. Participate in tests and exercises to evaluate this plan.

F. Responsibilities of the Director, SCEMD

1. Coordinate execution of the various annexes of this plan to the maximum extent with the emergency activities of local governments, state government, private agencies and organizations and the federal government.
2. Operate the State Emergency Operations Center (SEOC).
3. Maintain surveillance of potentially threatening conditions to and in South Carolina and direct appropriate warning and response actions.
4. Establish procedures for the maintenance and distribution of this plan on a current basis.
5. Encourage mutual aid agreements with federal agencies, other states, private industry and relief organizations and between local governments.
6. Provide technical and planning assistance to state agencies and local governments upon request.
7. Provide for periodic exercises to test and evaluate state and local plans to maintain a high standard of preparedness.
8. Establish an appropriate level of operational readiness.

9. Initiate any and all other actions deemed necessary for effective implementation of this plan.
10. Advise the Governor, state agencies, local government officials, and necessary federal agencies of severity and magnitude of the emergency/disaster situation.
11. Maintain a file of all Standard Operating Procedures (SOPs).
12. Maintain, update and distribute all changes to this plan, with annual review.

**G. Federal**

1. Provide emergency response on federally owned or controlled property, such as military installations and federal prisons.
2. Provide federal assistance as directed by the President of the United States under the coordination of FEMA and DHS, and in accordance with federal emergency plans.
3. Provide direct federal assistance to Indian reservations.
4. Identify and coordinate provision of assistance under other federal statutory authorities.
5. Provide assistance to the state and local governments in response to and recovery from a commercial radiological incident consistent with guidelines as established in the current Federal Radiological Emergency Response Plan and the National Response Plan.
6. FEMA will coordinate the provision of non-radiological Federal resources and assistance to affected state and local governments.

**H. Voluntary Organizations**

1. Coordinate with government agencies to ensure a broad and comprehensive coverage of assistance and relief during emergencies.
2. Provide and coordinate relief not provided by government on a complementary and supplementary basis.
3. Develop mutual aid agreements and memoranda of understanding of duties and areas of responsibility to be performed during emergencies.

#### IV. CONCEPT OF OPERATIONS

##### A. General

This plan is based on three organizational levels of emergency management, namely, the local, state and federal governments. Prevention, mitigation, preparedness, response and recovery are general responsibilities of all levels of government working together to provide a delivery system to meet the needs of the public. Emergency operations will be initiated at the lowest level able to respond to the situation effectively. The Incident Command System (ICS) is recognized as the standard for on-scene emergency management throughout South Carolina.

##### B. Local Governments

1. The governing body of each county shall operate, in accordance with Regulation 58-1, Local Emergency Preparedness Standards, their respective Emergency Operations Plans (EOPs) and Standard Operating Procedures (SOPs).
2. County governments shall be prepared to implement their EOPs when an emergency occurs or at the direction of the Director, South Carolina Emergency Management Division (SCEMD), or upon a declaration of a State of Emergency by the Governor.
3. County governments will use all municipal resources to protect against and respond to an emergency or threatening situation to include activating pre-established mutual aid agreements.
4. When municipal governments determine that municipal resources are not adequate, additional resources may be requested through the county emergency management agency or the county EOC.
5. When county governments determine that county resources are not adequate, they may request assistance through the SCEMD or, if activated, the SEOC.
6. County governments shall establish and maintain journals, records and reporting capabilities in accordance with state and federal laws and regulations.

##### C. State Government

1. State resources will supplement local efforts upon request or in accordance with the ESF annexes described herein.

2. The Governor or his designee may execute the SCEOP to support local situations when local resources are not adequate to sustain an effective response operation or when a significant State presence is required for immediate assistance.
3. When an emergency or disaster has occurred or is imminent, the Governor may issue an Executive Order proclaiming the existence of a State of Emergency or activate the emergency response, recovery and mitigation aspects of state, local and inter-jurisdictional disaster plans. The Executive Order is required for the deployment and use of state personnel, supplies, equipment, materials and/or facilities. SCEMD will provide recommendations to the Governor and assist in formulating the Executive Order.
4. If disaster threatens prior to the ability of the Governor to issue an Executive Order proclaiming the existence of a State of Emergency, the Director, SCEMD is authorized to activate the plan and implement any emergency response actions that may be necessary for the immediate protection of life and property.
5. Emergency Support Functions (ESFs) will be established with State agencies and volunteer organizations to support response and recovery operations. A State agency within each ESF will have primary responsibility for the coordination and implementation of the ESF. By Executive Order, the designated primary agency will coordinate the development and preparation of Standard Operating Procedures (SOPs).
6. In the event of an emergency situation beyond local control, the Director, SCEMD, under the direction of the Governor, may assume direct operational control over all or any necessary part of the emergency operations functions within the state. To assure maximum response and efficient use of personnel and other resources, State Emergency Support Functions (ESFs) are designated as indicated:

ANNEX	ESF	TITLE	RESPONSIBLE STATE AGENCY
1	ESF-1	Transportation	Department of Transportation
2	ESF-2	Communications	Budget and Control Board, Division of the State Information Officer
3	ESF-3	Public Works and Engineering	Budget and Control Board, Division of Procurement Services
4	ESF-4	Firefighting	Forestry Commission - Wildland Fires Department of Labor, Licensing, and Regulation; Division of Fire and Life Safety - Structural Fires
5	ESF-5	Information and Planning	SC Emergency Management Division, OTAG

6	ESF-6	Mass Care	Department of Social Services
7	ESF-7	Resource Support	Budget and Control Board, Division of Procurement Services
8	ESF-8	Health and Medical Services	Department of Health and Environmental Control
9	ESF-9	Search and Rescue	Department of Labor, Licensing, and Regulation; Division of Fire and Life Safety
10	ESF-10	Hazardous Materials	Department of Health and Environmental Control
11	ESF-11	Food Services	Department of Social Services
12	ESF-12	Energy	Office of Regulatory Staff
13	ESF-13	Law Enforcement	State Law Enforcement Division
14	ESF-14	Long-Term Community Recovery and Mitigation	SC Emergency Management Division, OTAG
15	ESF-15	Public Information	SC Emergency Management Division, OTAG
16	ESF-16	Emergency Traffic Management	Department of Public Safety
17	ESF-17	Animal Emergency Response	Clemson University Livestock-Poultry Health
18	ESF-18	Donated Goods and Volunteer Services	Budget and Control Board, General Services Division
19	ESF-19	Military Support	SC National Guard, OTAG

***Notes: State ESFs 1- 15 correspond to the Federal ESF structure. State ESFs, 16, 17, 18, and 19 are specific to South Carolina. Emergency Support Functions must be prepared to operate under a variety of conditions. Annexes 20, 21, 22, 23, and 24 are reserved for county or future use. Annex 25 outlines supporting plans including specific hazards plans.***

7. Support agencies and volunteer organizations are incorporated in plan annexes. Additional state agencies may be required to support each state ESF.
8. Direction and control of a state emergency operation will be exercised by the Governor through the Director of the SCEMD, and the SEOC Coordination Group. The Director of the SCEMD will coordinate all state agencies and departments mobilized pursuant to this plan. However, in the event of a terrorist threat or incident, SLED will coordinate the state response in accordance with Section 23-3-15 (A) (8), SC Code of Laws.
9. Under certain circumstances a forward command post may be established for on-scene direction, coordination, and control.



10. In order to make maximum use of advance warning, the State has established a system of Operating Condition (OPCON) levels. These OPCONs increase the State's level of readiness on a scale from 5 to 1. Each OPCON level is declared when a pre-determined set of criteria has been met. OPCONs will not necessarily progress sequentially from 5 to 1. The OPCON placed in effect at any given time will be the appropriate one for existing conditions at the time. The SCEMD director will assign OPCON levels. OPCONs are designated by numbers as shown:

**OPCON**

**LEVEL OF READINESS**

- |          |  |
|----------|--|
| <b>5</b> | Day-to-day operations to include normal training and exercises.  |
| <b>4</b> | Possibility of an emergency or disaster situation that may require a partial or full activation of the SEOC.   |
| <b>3</b> | Disaster or emergency situation likely or imminent. Full or partial activation of SEOC; activate South Carolina Emergency Operations Plan and the appropriate specific impact hazard emergency plan. |
| <b>2</b> | Disaster or emergency situation in effect; maximum preparedness level; full activation of the SEOC.  |
| <b>1</b> | Disaster or emergency situation in effect; full-fledge emergency response operations on going; highest state of emergency operations.  |
11. In the event of an emergency situation beyond county government control, the Director of the SCEMD, under the direction of the Governor, may assume direct operational control over all or any necessary part of the emergency operations functions within a jurisdiction.
12. The Director of the SCEMD may order a partial or full activation of the SEOC and request representation of state agency coordinators and volunteer organizations. Upon request, FEMA, Region IV will dispatch a representative to the SEOC to coordinate with the director of the SCEMD, and to provide assistance in accordance with the National Response Plan (NRP), as appropriate.
13. Upon declaration of a State of Emergency, public information briefings, news releases and all emergency information generated by State agencies and departments will be released through the SEOC and will be coordinated with the Governor's Press Secretary.
14. For major/catastrophic events, ESF-7 (Resource Support), may be tasked to establish, manage, and support a Logistical Staging Area (LSA). The LSA, normally located at or near a pre-determined airport in the impacted

area, will receive, support and organize response resources for deployment.

15. State agencies and departments will establish supplementary agreements with their respective counterparts from other states to adapt interstate compacts, mutual aid, and statutes. SC is a signatory of the Emergency Management Assistance Compact (EMAC) that provides for mutual assistance (people, equipment, skills, etc) between participating member states in managing any emergency or disaster that is duly declared by the governor(s) of the affected state(s). The assisting state will receive approval from its governor before providing assistance. The requesting state will reimburse the assisting state for the cost of response. Normally an advance team (A-team) from the unaffected member state will deploy to the requesting state to assist in interstate coordination. Depending on the extent of the disaster, A-teams may also operate from the FEMA Regional Operations Center (ROC) and/or FEMA headquarters in conjunction with FEMA's Emergency Support Team (EST). Procedures for implementing the compact can be found in the Emergency Management Assistance Compact Guidebook and Standard Operating Procedures (2004), published by the National Emergency Management Association.
16. South Carolina is also a signatory to an Interstate Emergency Preparedness Compact between the states of South Carolina and Georgia, as well as an Interstate Emergency Preparedness Compact between the states of South Carolina and North Carolina.
17. Upon occurrence of an emergency or disaster clearly beyond the capabilities and resources of state and local governments, the Governor may request assistance from the federal government.
18. Initial planning for recovery will begin before an emergency event impacts South Carolina. While local governments are implementing response actions necessary to protect public health and safety, a team of recovery planners assigned to the SEOC will coordinate implementation of recovery programs.
19. State agencies and departments will support hazard specific and other supporting plans, such as the South Carolina Hurricane Plan, South Carolina Earthquake Plan, South Carolina Emergency Recovery Plan, and the South Carolina Operational Radiological Emergency Response Plan, as referenced in this plan.

D. Federal Government

1. Federal assistance will supplement state and local efforts and shall be provided under governing secretarial or statutory authorities.

2. To the extent that public law provides, any federal assistance made available to relieve the effects of an emergency or disaster in SC will be channeled through and coordinated by the Governor or his designated authorized representative.
3. Through the National Response Plan, the federal government provides assistance through fifteen ESFs. These ESFs will establish direct liaison with South Carolina's ESF representatives in the SEOC. The four state-specific ESFs (16, 17, 18, and 19) will establish liaison with members of the Federal Emergency Response Team (ERT) assigned federal coordination responsibility for that function.
4. If the disaster is of major or catastrophic classification, SCEMD will contact FEMA Region IV to request a FEMA Liaison or alert them that the Governor may submit a formal request for federal assistance.
5. The Secretary of Homeland Security may appoint a Principal Federal Official (PFO) to coordinate overall federal incident management and assistance. If federal assistance under the Stafford Act is provided a Federal Coordinating Officer (FCO) also will be appointed. The FCO is authorized to use the full authority of the Stafford Act and to reimburse response and recovery claims.
6. To help ensure state/federal coordination, FEMA Region IV's Regional Response Plan contains an Annex detailing South Carolina's emergency management system. This Annex outlines the SCEOP and unique operational activities the state implements when responding to disasters.

E. Joint Field Office (JFO)

1. Following a major or catastrophic disaster that exceeds the State's ability to respond, in which an Emergency or Major Disaster Declaration is granted by the President, federal assistance to disaster victims may become available under three program areas: Individual Assistance, Public Assistance, and Hazard Mitigation. The administration of these programs is coordinated through a joint federal/state effort in a JFO.
2. The Chief, Recovery and Mitigation is responsible for information flow and coordination of all state activities regarding Individual Assistance and Public Assistance. The State of South Carolina Public Assistance Administration Plan outlines the state plan for administering the Public Assistance Program.
3. The State Hazard Mitigation Officer is responsible for the Hazard Mitigation Grant Program and coordinates with the Department of

Natural Resources regarding National Flood Insurance Program activities.

F. Preparedness

1. SCEOP Development and Maintenance

- a. This plan is the principal source of documentation concerning the state's emergency management activities. Designated departments and agencies of state government have the responsibility for developing and maintaining a portion of this plan. Overall coordination of this process will be performed by the Director, SCEMD.
- b. The Director, SCEMD will coordinate the efforts of all responsible departments and agencies for plan development and timely update/revision. As a minimum, this plan will be reviewed and updated on an annual basis. Such reviews will be administered by SCEMD in cooperation with relevant federal, state, volunteer and private sector organizations. All organizations that have emergency-oriented missions or support roles are required to prepare supporting documentation (i.e. standard operating procedures).
- c. Following each emergency or exercise, SCEMD will conduct after action critiques to identify problems or areas requiring corrective actions. Steps will be taken to address any problem identified and to ensure current policy and procedures are implemented effectively.

2. Strategic Planning

a. Five-Year Strategic Planning

- (1) SCEMD maintains a five-year strategic plan which identifies items SCEMD will focus on (e.g. mitigation, training, sheltering, recovery), and outlines activities to guide preparedness. SCEMD's five-year strategic plan is based on a self-assessment of capabilities and outlines objectives, strategies and measurable milestones to achieve desired enhancement. This plan also serves as the basis for the Emergency Management Performance Grant (EMPG) with FEMA and DHS.
- (2) Each South Carolina county also maintains a five-year strategic plan that is based on a local self-assessment of capability. The strategic planning process guides both

state and county preparedness and enhances South Carolina's ability to implement all five phases of emergency management (prevention, preparedness, response, recovery, and mitigation).

b. Hazard Mitigation Strategic Planning

- (1) SCEMD maintains a hazard mitigation plan (The South Carolina Hazard Mitigation Plan, revised annually) which establishes a comprehensive program to effectively and efficiently mobilize and coordinate the state's services and resources to make South Carolina's communities more resistant to the human and economic impacts of disasters.
- (2) The South Carolina Hazard Mitigation Plan serves as SCEMD's operational and programmatic guidance to promote the nationally-based goals and objectives of the "National Mitigation Strategy," as coordinated by the Federal Emergency Management Agency. Development and implementation of local mitigation strategies are encouraged under the South Carolina Hazard Mitigation Plan.

3. Training and Exercise

- a. For South Carolina's emergency management program to be successful, an effective and comprehensive training and exercise program is essential. SCEMD has designed a program to enhance the training of state, local, and volunteer personnel on their roles and responsibilities in the five phases of emergency management (prevention, preparedness, response, recovery, and mitigation).
- b. The program ensures the operational readiness of the State Emergency Response Team (SERT) and local governmental responders through the design and delivery of courses, professional development seminars and workshops, and hazard specific exercises to test established plans and procedures that are activated during an emergency situation at all levels of the emergency management system.

4. Operational Readiness: The SEOC will be maintained in operational readiness by SCEMD and the state will maintain an emergency communications vehicle (ECV) to serve as a mobile communications post under the operational control of SCEMD for on-scene direction, coordination, and control.

**G. Response****1. County/Municipal Response**

Municipal units of government call upon their county government or other municipalities in coordination with their county for assistance during events in which their own capabilities are overwhelmed. Counties provide assistance to municipalities and request assistance through mutual aid or from the state when their capabilities are overwhelmed.

**2. Local State of Emergency**

As county operations progress, the county may declare a local state of emergency implementing local emergency authorities.

**3. County Emergency Operation Center**

The County EOC serves as the central clearinghouse for information collection and coordination of response and recovery resources within the county, including the municipalities within the county. During a major or catastrophic emergency in South Carolina, counties not impacted may also be requested to activate their EOCs. This action allows the SEOC to coordinate the delivery of intra-state mutual aid in an organized manner through the county network.

**4. State Response**

The state must be prepared to respond quickly and effectively on a 24-hour basis to developing events. When an event or potential event is first detected, the SEOC is activated to a level appropriate to the magnitude of the threat. The state's response effort is managed through the State Emergency Response Team (SERT), which is organized into 19 Emergency Support Functions (ESF). Primary and support organizations are designated for each of these ESFs.

**5. State Emergency Operations Center (SEOC)**

- a. The SEOC serves as the central clearinghouse for disaster-related information, and requests for deployment of assistance. As the situation dictates, an alternate SEOC may be activated.
- b. The SEOC will be activated and staffed in accordance with the SEOC SOP. Upon notification that the SEOC is being activated, members of the SERT will report to the SEOC. The primary agency designated for a particular ESF has the responsibility to ensure supporting agencies are informed and their actions

coordinated. In the absence of the Director, SCEMD, decisions will be made by the Chief of Operations.

- c. The SERT operating in the SEOC will be organized into the following groups:
  - (1) SEOC Coordination Group: Comprised of the Governor; Director, SCEMD; constitutional officers; and cabinet/department directors as directed by the Governor. Additional officials may be added to the SEOC Coordination Group depending on the situation. For example, in the event of a terrorist threat or incident, SLED exercises unique authority and responsibility under the SC Code of Laws for coordinating the state response. Similarly, DHEC exercises comparable responsibilities during a state health emergency. Regardless of composition, general responsibilities of the SEOC Coordination Group include:
    - (a) Establishes priorities and allocates resources to support disaster tasks and operations.
    - (b) Approves the overall plan of action, including deployment of personnel and equipment to implement this plan.
    - (c) Directs state support and recovery operations in the disaster area and provides emergency funding of state operations.
    - (d) Coordinates requests for and utilization of federal support.
  - (2) Operations Group: Comprised of the Chief of Operations, operations staff, and ESFs. Responsibilities include:
    - (a) Executes the overall plan providing direction and control for the SEOC, assigns tasks to ESFs and coordinates activities throughout the operational area.
    - (b) Collects and analyzes damage data.
    - (c) Collects, analyzes, displays, and disseminates emergency operational information.
    - (d) Determines priorities for deployment of the State Assessment Team (SAT).

- (e) Activates the State Emergency Response Team (SERT).
  - (f) Assesses requests for state and federal support.
  - (g) Prepares requests for and coordinates preparation and submission of data for a Presidential Disaster Declaration.
  - (h) Prepares to move to an alternate EOC, if necessary.
- (3) Administrative/Logistics Group: Comprised of the SEOC facility manager, communications officer, information resource officer, and staff. Responsibilities include:
  - (a) Provides administrative and logistical support to the emergency operations center staff.
  - (b) Provides effective communications to support SEOC operations.
  - (c) Provides automation systems support within the SEOC.
- d. Activation levels utilized by the SEOC are:
  - (1) Full - All ESFs will be activated. Activation will occur at OPCON 1 and 2 and may occur at OPCON 3.
  - (2) Limited - Selected ESFs will be activated. Activation will normally occur at OPCON 3.
  - (3) Partial - Only selected SCEMD personnel will be activated. Activation will normally occur at OPCON 3, but could occur at OPCON 4.
- 6. State Liaison Officer/Team

A State Liaison, typically a SCEMD Area Coordinator, may be dispatched to the county(ies) threatened by or experiencing an emergency or disaster. The State Liaison is responsible for providing an on-going assessment of the situation, technical assistance, and relaying local recommendations or resource requests to the SEOC.
- 7. State Assessment Team (SAT)



- a. It is imperative that disaster impact assessments be made quickly to determine the necessary state response or federal assistance following any major or catastrophic disaster. To accomplish this, one or more State Assessment Teams may be deployed to evaluate immediate needs and report the findings to the SEOC.
- b. SAT teams, typically consisting of 10-12 state personnel, will evaluate immediate victim needs (food, water, medical, shelter, etc) and impact to infrastructure (utilities, communications, transportation, etc). The South Carolina Emergency Management Division, SC National Guard, Department of Transportation, Budget and Control Board (General Services Division and Office of State Chief Information Officer), Department of Health and Environmental Control, Department of Social Services, Office of Regulatory Staff, Department of Natural Resources, and the State Law Enforcement Division provide team members. An initial report will be transmitted to the SEOC as soon as practical after arrival of the team followed up by a detailed report within 6-8 hours. Detailed procedures are outlined in the State Assessment Team Standard Operating Procedures.

#### 8. Logistical Staging Areas (LSAs)

Logistical Staging Areas - For emergencies requiring major mobilization of supplies, materials, equipment and personnel prior to, during, and after the emergency, a Logistical Staging Area (LSA) may be established near the impacted area. The LSA will receive, classify, and account for emergency relief and sustainment supplies and goods, solicited by the state and, upon request, make distribution to county distribution sites within the disaster area.

#### H. Recovery

1. Recovery activities include the development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services through individual, private sector, non-governmental, and public assistance programs.
2. The decision to deploy State damage assessment teams will be made in coordination with the affected county governments. Damage assessment teams will be organized and trained in advance. Preparations will be made to deploy teams into affected areas as quickly as possible. These teams include State Assessment Teams, Initial Damage Assessment Teams, and Preliminary Damage Assessment Teams.
3. Specific recovery functions and program details are outlined in Annex 14 – Long-Term Community Recovery and Mitigation and the South Carolina Recovery Plan (Appendix 6 to the SCEOP).

I. Mitigation

1. Mitigation includes those activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation involves on-going actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation may include efforts to educate governments, businesses, and the public on measures they can take to reduce loss or injury.
2. Specific mitigation functions and program details are outlined in Annex 14 – Long-Term Community Recovery and Mitigation.

J. Public Information

1. Providing emergency information to the public from all levels of government is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred.
2. Specific public information functions and program details are outlined in Annex 15 – Public Information.

V. **WARNING**

- A. Warning includes information and reports; surveillance of threatening conditions; 24-hour radio, special telephone (NAWAS) capability; and operations of the Emergency Alert System (EAS). State assistance under this function consists of the utilization of equipment and personnel essential to coordinate and disseminate information before and during an impending or actual disaster situation. The State Warning Point is located at the South Carolina Emergency Management Division. This location serves as primary Warning Point for all incidents. The Department of Public Safety Telecommunications Center, Wilson Boulevard, Blythewood, SC, serves as the Alternate Warning Point for fixed nuclear facility incidents and the State Law Enforcement Division (SLED) for the NAWAS.
- B. The South Carolina Emergency Management Division (SCEMD) will coordinate with all appropriate departments/agencies and organizations to ensure warning readiness in time of a man-made or natural disaster or emergency.
- C. In the event of an imminent or actual disaster, SCEMD will initiate actions to warn local governments and other state agencies, by all means necessary.

- D. A variety of warning systems are available for use during emergency operations. Weather advisories will be made throughout state and local communications networks as appropriate to alert local governments to conditions. These advisories will be received from the National Weather Service (NWS) using the National Warning System (NAWAS) and other electronic means. The Emergency Notification Network (ENN) is available for use during nuclear power plant emergencies. Emergency information may also be received and transmitted using the SLED National Crime Information System (NCIS) teletype terminal. The Emergency Alert System (EAS) will be used to notify the general public of emergency conditions. The State Warning Point maintains a capability to use numerous radio systems and networks to provide a statewide emergency warning system including the SCEMD Local Government Radio (LGR) network, the 800 MHz state radio system, satellite connections, high frequency radio, and amateur radio.
- E. The South Carolina Emergency Management Division (SCEMD) will maintain surveillance of storms using NWS Weather Service and information resource programs such as Hurrevac, Inland Winds, and other related software. NWS weather information including the Emergency Managers Weather Information Network (EMWIN) is also available through both internet and direct satellite feed. This information will be communicated to local governments and state agencies and will be used for the latest updates. Local governments are also encouraged to use these automation tools.
- F. Notification to other Emergency Operations Centers (EOCs), (Federal Emergency Management Agency (FEMA) Region IV, other states, major cities and county emergency management organizations) shall be initiated whenever the potential for an emergency exists.
- G. Local governments shall prepare plans and procedures for employment of local warning procedures utilizing all available systems and networks. Personnel and facilities shall be organized and exercised to provide warning capability on a 24-hour-a-day basis.
- H. Agreements and contracts shall be made to ensure equipment and system maintenance on a 24-hour-a-day basis. Alternate warning systems shall be maintained and tested for use in the event that the existing primary system is damaged and rendered inoperable.

## **VI. EVACUATION**

- A. Evacuation is the controlled movement and relocation of persons and property necessitated by the threat of a natural, technological, or man-made disaster. The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of the state's road network. Therefore, a major evacuation of personnel must be initiated as soon as feasible. Direction, control, and

coordination with all appropriate departments/agencies will be conducted through the State Emergency Operations Center (SEOC).

- B. SCEMD will monitor conditions that have the potential to require the evacuation of any area(s) of the state and implement changes in Operating Conditions (OPCONs) as necessary. SCEMD will coordinate with affected counties, appropriate state agencies, federal agencies, other states, and appropriate private sector sources in developing an evacuation recommendation for the governor. SCEMD will notify the Governor and make recommendations as required.
- C. SCEMD will coordinate for evacuation routing to shelters, and the provision of transportation, shelter and congregate care. Public information to deal effectively with the situation will be provided through the Public Information Phone System (PIPS).
- D. The Department of Public Safety, Highway Patrol, is the Governor's executive agent for all traffic control issues before, during, and after an evacuation operation. Evacuation operations will be conducted under the auspices of ESF-16 (Emergency Traffic Management) as delineated in Annex 16 of this plan.
- E. Emergency conditions and affected areas that may require evacuation include:
  - 1. Hurricanes: Coastal areas, beachfront properties, low-lying areas around streams, and mobile home areas.
  - 2. Nuclear Power Plants: Areas inside the 10-mile emergency planning zone (EPZ) surrounding nuclear power plants.
  - 3. Hazardous Materials Incidents: Densely populated areas throughout the state.
  - 4. Dam Failures and Floods: Inundation areas below dams and low-lying areas around rivers, streams, and swamps.
  - 5. Earthquakes: Densely populated areas throughout the state.
  - 6. Weapons of Mass Destruction Incidents: Targeted "downwind" of densely populated areas throughout the state.
- F. Depending on circumstances, one of three types of evacuation may be employed:
  - 1. Voluntary Evacuation. In the event a threat is posed to population centers, local officials or the Governor may recommend that those citizens who feel threatened leave the vulnerable area. This evacuation normally, but not always, occurs prior to a mandatory evacuation order being issued. Selected shelters will be opened.

2. **Mandatory Evacuation.** Under the terms of Section 25-1-440, SC Code of Laws, the Governor is the only person authorized to mandate and compel evacuation in South Carolina. During a mandatory evacuation all citizens are expected to leave the affected area. Under a mandatory evacuation order, nursing homes and residential care facilities are required to evacuate. However, hospital administrators are given the discretion to assess the situation and make a determination with regard to what is in the best interest of their patients. They may decide to shelter patients in place.
  3. **Protective Relocation.** This form of evacuation is normally associated with hurricanes. Inland counties are not vulnerable to storm surge; however, they are at risk to the high winds associated with hurricanes. In order to protect this population, it might be necessary to relocate those living in vulnerable structures to facilities more resistant to high winds. The decision to issue a protective relocation order is the responsibility of each inland county.
- G. Information is essential to a successful evacuation. In order to effectively manage a major evacuation every involved organization must have timely and accurate information regarding the current characteristics of the evacuation, support operations, resource availability, and the hazard itself. To accomplish this, a process for routine communications and coordination will be initiated by the SEOC and all involved county EOCs upon determining that a major evacuation must be executed. Examples of such information regarding evacuations include:
1. Characteristics of the hazard and associated events.
  2. Designated evacuation area, initiation times, and resource mobilization status.
  3. Current status of evacuation routes.
  4. Progress of resource pre-deployment.
  5. Status of available public shelter.
  6. Estimated time to complete evacuation.
- H. After the threat that caused the evacuation has passed, the Director, SCEMD, in coordination with appropriate state and county agencies will assess the situation and make a recommendation to the Governor with regard to rescission of the evacuation order. Upon rescission of the evacuation order, community officials will control the timing for re-entry/return of citizens as the situation and public safety considerations allow. ESF-16 will develop, coordinate, and execute a return traffic management plan.

- I. Post evacuation activities will also include a review and critique of the regional evacuation and associated procedures to determine the need to modify the plan.

## VII. ADMINISTRATION AND LOGISTICS

### A. General

A large-scale emergency or disaster will place great demands on resources of the state. Distribution of required resources may be made difficult by such emergencies. Initially, priority for distribution of supplies will be given to food, water and medication. Resources will be identified and provided as soon as a need has been established. Coordination with appropriate departments and agencies will be performed to ensure that operational readiness is maintained at all times. Administrative procedures will be conducted in accordance with existing rules and regulations.

### B. Funding and Accounting

#### 1. State

Expenditures of State funds for emergency operations will be conducted in accordance with SC law. Utilizing emergency powers, the Governor may mobilize all available resources of the state government as necessary to cope with the emergency. Accounting for expenditure of state funds will be conducted under state laws and regulations and is subject to audit by the State Auditor. State agencies/departments and local governments are responsible for the collection, reporting and maintenance of records of obligation and expenditures incurred during a response to an emergency or disaster situation. These records shall serve as a database in assessing the need and preparation of requests for federal assistance.

#### 2. Federal

Federal funds made available to the state pursuant to an emergency or disaster program will, to the extent provided by law, be channeled through the Governor or his designated representative. Use of federal funds is subject to audit and verification by state and federal auditors. Local governments and heads of state agencies and departments will establish systems to report on and account for any public funds used for emergency or disaster purposes.

### C. Consumer Protection

The Department of Consumer Affairs will monitor emergency activities to provide protection to consumers. Complaints may be initiated by calling the Consumer Affairs Department, at their statewide toll free number, 1-800-922-1594.

**D. Protection of the Environment**

All actions taken pursuant to repair and restoration by a government agency, individual, or private entity will comply with South Carolina and federal laws, rules and regulations regarding the environment. Additional information on requirements may be obtained from the South Carolina Department of Health and Environmental Control.

**E. Nondiscrimination**

Discrimination against persons on the basis of age, color, economic status, nationality, race, religion, sex or handicap in the administration of emergency services or disaster relief is prohibited. Complaints of discrimination in emergency operations or disaster relief will be made to the local emergency management organizations for investigation and further action.

**F. Duplication of Benefits**

Federal law prohibits any persons, business concerns, or other entities from receiving federal disaster assistance when compensation for the loss has been received from an insurance company or any other source.

**VIII. CONTINUITY OF GOVERNMENT**

Continuity of Government (COG) is an essential function of emergency management and is vital during an emergency /disaster situation. All levels of government (federal, state, and local) share a constitutional responsibility to preserve the life and property of their citizens. State and local continuity of government is defined as the preservation, maintenance, or reconstitution of the civil government's ability to carry out its constitutional responsibilities.

**A. Succession of Authority**

1. **Executive Branch:** In South Carolina, the succession of authority begins with the Governor, the “supreme executive power” of the state. In the event the Governor, for reasons specified by the state constitution, cannot perform the duties of his office, in accordance with Section 1-9-30, Code of Laws of South Carolina, 1976, the line of succession will transfer from the Governor to the Lieutenant Governor, then to the President Pro Tempore of the Senate, then to the Speaker of the House of Representatives, then to the Secretary of State, then to the State Treasurer, and then finally to the Attorney General.
2. **Legislative Branch:** Each member of the General Assembly, in accordance with Section 2-5-30, Code of Laws of South Carolina, 1976,

will designate not fewer than three, nor more than seven, emergency interim successors to administer his/her powers and duties.

3. Judicial Branch (Section 1-9-70, SC Code of Laws)

- a. The Supreme Court: The Governor shall designate for each member of the supreme court special emergency judges in the number of not less than three, nor more than seven and shall specify the order of their succession.
- b. Court of Records: The Chief Justice of the Supreme Court, in consultation with the other members, shall designate for each court of record except the Supreme Court, special emergency judges in the number of not less than three nor more than seven for each judge of the courts, and shall specify the order of their succession.
- c. Circuit Court: The Judge of the circuit court shall designate not less than three special emergency judges for courts not of record within that circuit and shall specify their order of succession.

4. All state executive officers, either appointed or elected, shall designate three to seven emergency successors for themselves (Section 1-9-40, SC Code of Laws).

5. The line of succession for state government and primary emergency support service agencies can be found in Table 4, Page 42.

B. Delegations of Emergency Authority

Sections 25-1-420 and 25-1-450, SC Code of Laws, establishes the state authority for state, county, and municipal government preparation for and response to emergency situations. Section 25-1-440, SC Code of Laws, grants additional powers and duties to the Governor during declared emergencies.

C. Emergency Actions

1. The South Carolina Emergency Operations Plan assigns primary and support state agency responsibility to the various Emergency Support Functions (ESFs) and other support activities. Specific emergency delegations are contained in this plan. The head of each executive department and other state commissions and departments will designate an individual as the emergency point of contact for that ESF.
2. Immediate emergency action response to ensure continuity of government direction and control, human services, economic affairs, communications, energy, transportation, and law and public safety may require the following:



- a. Relocation of the seat of government from current location;
- b. Replacing primary officials with alternates if they are unable to fulfill their responsibilities;
- c. Relocation of vital records to sites less vulnerable to ensure greater safety and survival.

**D. Preservation of Records**

- 1. In order to provide normal government operations following an emergency or disaster, essential records ( i.e., vital statistics, deeds, corporation papers, operational plans, resource data, authorities, personnel and payroll rosters, succession lists, supplies and equipment lists, laws, charters and financial records) must be protected, by each department or agency.
- 2. Heads of each agency/department are encouraged to inventory and prioritize vital records in his/her custody. Each agency retains copies to work with day to day while the master copy is preserved in a central storage facility. Each agency/department should arrange safekeeping for those records it deems important, but which were not selected for the priority protection.
- 3. Agency personnel must have access to and be able to use these records and systems in conducting their essential functions. Plans should account for the identification and protection of vital records, systems, and data management software and equipment, to include classified or sensitive data as applicable, necessary to perform essential functions and activities, and to reconstitute normal agency operations after the emergency. To the extent possible, agencies should regularly update duplicate records or back-up electronic files.

**E. Protection of Government Resources**

- 1. Essential functions are those that enable State agencies to provide vital services, exercise civil authority, maintain the safety and well being of the general populace, and sustain the industrial/economic base in emergencies. The success of agency operations at an alternate facility is absolutely dependent upon the availability and redundancy of critical communications systems to support connectivity to internal organizations, other agencies, critical customers, and the public. When identifying communications requirements, agencies should take maximum advantage of the entire spectrum of communications media likely to be available in any emergency situation. These services may

include, but are not limited to: secure and/or non-secure voice, fax, and data connectivity; Internet access; and e-mail.

2. The Division of the State Chief Information Officer, SC State Budget and Control Board, has promulgated security rules for data processing records and systems, which include emergency preparedness requirements.

F. Emergency Operations Center

1. Primary State Emergency Operations Center (SEOC): The State Emergency Operations Center (SEOC) is the facility from which state response to emergencies is coordinated, directed and controlled. It is the designated headquarters for the Governor when he is directing state response to disasters. The SEOC is staffed by representatives of state agencies and other personnel, as required. The coordination of a state response, as well as a federal response, will come from the SEOC, under the direction of the Governor.
2. Alternate State Emergency Operations Center (AEOC): All agencies shall prepare for the possibility of unannounced relocation of essential functions and/or continuity of government contingency staffs to alternate facilities. Facilities shall be capable of supporting operations in a threat-free environment, as determined by the geographical location of the facility, a favorable assessment of the local threat, and/or the collective protection characteristics of the facility. Department of Public Safety Headquarters in Blythewood has been designated as an AEOC in the event that the SEOC is not operational.

IX. **AUTHORITIES AND REFERENCES**

A. State

1. South Carolina Constitution.
2. South Carolina Code of Laws Title 25 – Chapter 1. Article 4; Sections 25-1-420 thru 460 (Emergency Powers Act).
3. South Carolina Code of Laws Title 23 – Chapter 3. Article 1; Section 23-3-15, (A), (8) (State Law Enforcement Division County Terrorism Responsibilities).
4. South Carolina Code of Laws Title 44 – Chapter 4. Article 1; Section 44-4-100 (Emergency Health Powers Act)
5. Regulation 58-1, Local Government Preparedness Standards, SC Code of Regulations.

6. Regulation 58-101, State Government Preparedness Standards, SC Code of Regulations.
7. Governor's Executive Order 2003-12 and 2003-21.
8. South Carolina Emergency Recovery Plan, 2004.
9. South Carolina Operational Radiological Emergency Response Plan, 2004.
10. South Carolina Hurricane Plan, 2004.
11. South Carolina Earthquake Plan, 2004.
12. South Carolina Emergency Management Division Strategic Plan, 2004.
13. The South Carolina Hazard Mitigation Plan, 2004.
14. State Assessment Team Standard Operating Procedures, September 2003.
15. State of South Carolina Hazard Assessment, January 2001.
16. The State of South Carolina Public Assistance Administration Plan, January 2004.
17. South Carolina Homeland Security Assessment and Strategy, 2003

**B. Federal**

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, Title VI, as amended.
2. Code of Federal Regulations (CFR), Title 44, as amended.
3. National Response Plan, 2004.
4. Presidential Executive Order 12148 - Federal Emergency Management.
5. Homeland Security Presidential Directive - 5 (HSPD-5), Management of Domestic Incidents.
6. Homeland Security Presidential Directive - 8 (HSPD-8), National Preparedness.

**C. Other**

Emergency Management Assistance Compact Guidebook and Standard Operating Procedures, 2004

**TABLE 1**  
**HAZARD RATING SUMMARY**

<b>SEVERITY</b>	<b>Catastrophic</b>	Nuclear Power	Earthquake Terrorism Dam Failure	Hurricane/ Tropical Storm Transportation (Major Accident)	Hazardous Materials (Transportation)
	<b>Critical</b>				Tornado Flood Structural Fires
	<b>Limited</b>		Civil Disorder		Winter Storm Wildfire
	<b>Negligible</b>			Drought	Hazardous Materials (Fixed Facility)
		<i>Unlikely</i>	<i>Possible</i>	<i>Likely</i>	<i>Highly Likely</i>
		<b>FREQUENCY</b>			

Frequency

*Highly Likely:* Near 100% probability in the following year.

*Likely:* Between 10 and 100% probability in the next year or 1 chance in the next 10 years.

*Possible:* Between 1 and 10% probability in the next year or at least 1 chance in the next 100 years.

*Unlikely:* Less than 1% probability in the next 100 years.

Severity

(Based on effects in any county or smaller jurisdiction)

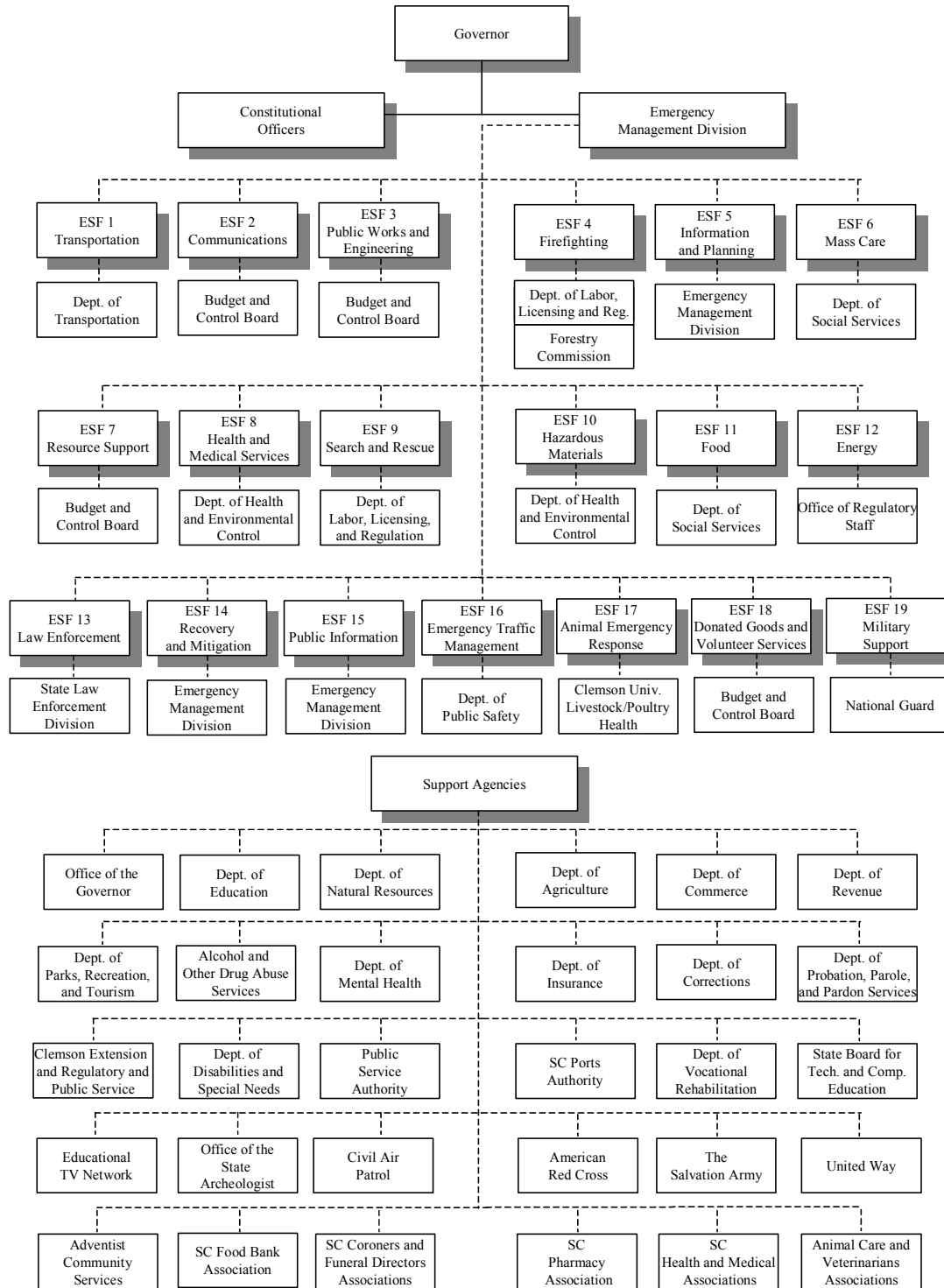
*Catastrophic:* Multiple deaths, complete shutdown of critical facilities for over 30 days, more than 50% property damage.

*Critical:* Permanent disabilities, shutdown of critical facilities for two weeks, more than 25% property damage.

*Limited:* No permanent disabilities, shutdown of critical facilities for one week, more than 10% property damage.

*Negligible:* Injuries treatable with first aid, minor quality of life lost, shutdown of critical facilities for 24 hours or less, less than 10% property damage.

**TABLE 2**  
**ORGANIZATION FOR EMERGENCY OPERATIONS**



Direction —————

Coordination - - - - -

TABLE 3

STATE EMERGENCY SUPPORT FUNCTIONS RESPONSIBILITIES ASSIGNMENT																					
STATE AGENCIES/OTHER ORGANIZATIONS	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18	ESF 19	
Governor's Office	E																				
- Office of Executive Policy and Programs	S														S				S		
- Div. of Veteran's Affairs	S								S												
Lieutenant Governor's Office On Aging							S														
Office of The Adjutant General																					
- SC National Guard	S		S			S		S	S					S			S			P	
- SC Emergency Management Division	P					P			S						P	P	S		S		
- SC State Guard			S												S				S	S	
American Red Cross	S						S		S			S									
Army Corps of Engineers	S			S																	
Budget & Control Board															S						
- Division of State Chief Information Officer	S		P								S						S				
- General Services Division	S	S				S									P				P		
- Division of Insurance and Grants Services													S								
- Division of Procurement Services	S			P				P													
- State Auditor	S																				
- Office of Human Resources	S																				
- State Energy Office	S												S								
Civil Air Patrol (SC Wing)	S	S	S	S						S							S			S	
Clemson University	S																				
- Livestock and Poultry Health																		P			
- Cooperative Extension Services				S														S			

E = Executive P = Primary S = Support

# STATE EMERGENCY SUPPORT FUNCTIONS RESPONSIBILITIES ASSIGNMENTS

STATE AGENCIES/OTHER ORGANIZATIONS	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18	ESF 19
- Regulatory and Public Service Programs				S							S							S		
Commission on Higher Education	S																			
Comptroller General	S																			
Dept. of Agriculture	S			S							S	S			S	S		S		
Dept. of Alcohol and Other Drug Abuse	S								S											
Dept. of Archives and History	S																			
Dept. of Commerce															S					
- Division of Aeronautics	S	S																		
- Division of Public Railways		S																		
Dept. of Consumer Affairs	S																			
Dept. of Corrections	S	S									S			S						
Dept. of Defense Liaison	S																			
Dept. of Disabilities and Special Needs	S								S											
Dept. of Education	S					S		S				S								
- Office of Transportation		S							S											
Dept. of Health and Environmental Control	S								P	S					S	S		S		
- Public Health Preparedness						S	S											S		
- Environmental Quality Control				S							P							S		
- Water, Dams, and Reservoirs Safety						S														
- Disease Control											S							S		
- Environmental Health																		S		
Dept. of Health and Human Services	S						S								S				S	
Dept. of Insurance	S					S														
Dept. of Labor, Licensing and Regulation																			S	

## STATE EMERGENCY SUPPORT FUNCTIONS RESPONSIBILITIES ASSIGNMENTS

STATE AGENCIES/OTHER ORGANIZATIONS	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18	ESF 19
- Div. of Labor	S										S									
- Div. of Fire and Life Safety	S			S	P				S	P	S									
- Div. of Professional & Occ. Licensing	S								S											
Dept. of Mental Health	S					S			S											
Dept. of Motor Vehicles						S														
Dept. of Natural Resources															S	S	S			
- Land, Water, and Conservation	S	S		S		S					S						S			
- Natural Resources Law Enforcement	S	S	S							S	S			S			S			
- Marine Resources	S	S									S									
- Wildlife and Freshwater Fisheries	S										S						S	S		
Dept. of Parks, Recreation and Tourism	S					S				S				S					S	
Dept. of Probation, Parole, & Pardon Svcs	S						S							S		S	S			
Dept. of Public Safety	S	S	S	S	S	S					S			S			P			
Dept. of Revenue	S			S															S	
Dept. of Social Services	S					S	P					P							S	
Dept. of Transportation	S	P		S				S							S		S			
- Div. of Engineering	S				S					S	S						S			
Dept. of Vocational Rehabilitation	S								S											
Employment Security Commission															S					
Forestry Commission	S		S	S	P			S		S	S	S		S			S			
Human Affairs Commission	S																			
Office of the State Archeologist											S									
Public Service Authority	S												S							
Office of Regulatory Staff	S	S	S	S									P							



# STATE EMERGENCY SUPPORT FUNCTIONS RESPONSIBILITIES ASSIGNMENTS

STATE AGENCIES/OTHER ORGANIZATIONS	Basic Plan	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18	ESF 19
The Salvation Army	S						S					S								
State Board Technical/Comp. Education	S		S																	
State Housing Finance and Development	S																			
State Law Enforcement Division	S	S	S		S				S	S	S			P			S			
State Ports Authority	S	S																		
SC Animal Care and Control Association	S																	S		
Adventist Community Services																			S	
United Way of the Midlands																			S	
SC Association of Veterinarians	S																	S		
SC Coroners Association									S											
SC Earthquake Education Center	S																			
SC Educational Television	S		S			S											S			
SC Food Bank Association												S							S	
SC Medical Association									S											
SC Funeral Directors Association									S											
SC Hospital Association									S											
SC Radio Amateur Civ. Emer. Services			S																	
SC Volunteer Org. Active in Disasters	S																			
SC Pharmacy Association									S											
United Way																			S	

TABLE 4

**SUCCESSION OF AUTHORITY AND PREDELEGATION**

Continuity of government and direction of emergency functions are essential during emergency operations. The following lines of succession are specified to ensure availability of a service coordinator/head of state offices. Permanent replacements shall be made as required or authorized by law.

Decision making authority for the executive branch and each state office with primary emergency support function responsibilities is listed in decreasing order. The predelegated authorities will assume command when the primary decision maker is deceased, incapacitated or absent at time of emergency.

**EMERGENCY FUNCTION****EXECUTIVE BRANCH**

Govern the State

1. Governor
2. Lieutenant Governor
3. President Pro Tempore of the Senate
4. Speaker of the House

**EMERGENCY FUNCTION****STATE OFFICE**

ESF-1, Transportation

**Department of Transportation**

1. Executive Director
2. Director of Engineering
3. Special Assistant to Executive Director

ESF-2, Communications

**Budget and Control Board**

1. Executive Director
2. Chief of Staff
3. Director, General Services Division
4. Director, Strategic Planning and Operations
5. General Counsel
6. Director of Internal Operations

ESF-3, Public Works and  
Engineering**Budget and Control Board**

1. Executive Director
2. Chief of Staff
3. Director, General Services Division
4. Director, Strategic Planning and Operations
5. General Counsel
6. Director of Internal Operations

**EMERGENCY FUNCTION**

**STATE OFFICE**

ESF-4, Firefighting

**Department of Labor, Licensing, and Regulation**

1. Director
2. Deputy Director for Administration
3. Deputy Director for Labor

**Forestry Commission**

1. State Forester
2. Deputy State Forester
3. Division Director, Field Operations Support

ESF-5, Information and Planning

**SC Emergency Management Division**

1. Director
2. Chief, Response and Operations
3. Chief, Recovery and Mitigation
4. Chief, Critical Incident Management Team

ESF-6, Mass Care

**Department of Social Services**

1. State Director
2. Executive Director for Planning and Quality Assurance
3. Deputy State Director for Policy and Operations
4. Deputy State Director for Administration and Program Support

ESF-7, Resource Support

**Budget and Control Board**

1. Executive Director
2. Chief of Staff
3. Director, General Services Division
4. Director, Strategic Planning and Operations
5. General Counsel
6. Director of Internal Operations

ESF-8, Health/Medical Services

**Department of Health and Environmental Control**

1. Commissioner
2. Chief of Staff
3. Deputy Commissioner for Health Services
4. General Counsel

ESF-9, Search and Rescue

**Department of Labor, Licensing, and Regulation**

1. Director
2. Deputy Director for Administration
3. Deputy Director for Labor

**EMERGENCY FUNCTION**

**STATE OFFICE**

ESF-10, Hazardous Materials

**Department of Health and Environmental Control**

1. Commissioner
2. Chief of Staff
3. Deputy Commissioner for EQC
4. General Counsel

ESF-11, Food Services

**Department of Social Services**

1. State Director
2. Deputy State Director for County Operations
3. Deputy State Director for Administration and Program Support
4. Deputy State Director for Program Policy and Oversight

ESF-12, Energy

**Office of Regulatory Staff**

1. Executive Director
2. Deputy Executive Director
3. General Counsel
4. Manager, Utilities Department
5. Manager, Research Department
6. Manager, Accounting Department
7. Manager, Transportation Department

ESF-13, Law Enforcement

**State Law Enforcement Division**

1. Chief, SLED
2. Assistant Director, Chief of Staff
3. Assistant Director, Investigative Services
4. Assistant Director, Counter-Terrorism
5. Special Agent in Charge, Protective Services
6. Supervisory Special Agent, Protective Services

ESF-14, Long-Term Community  
Recovery and Mitigation

**SC Emergency Management Division**

1. Director
2. Chief, Response and Operations
3. Chief, Recovery and Mitigation
4. Chief, Critical Incident Management Team

ESF-15, Public Information

**SC Emergency Management Division**

1. Director
2. Chief, Response and Operations
3. Chief, Recovery and Mitigation
4. Chief, Critical Incident Management Team

**EMERGENCY FUNCTION**

**STATE OFFICE**

ESF-16, Emergency Traffic Management

**Department of Public Safety**

1. Director
2. Deputy Director, Highway Patrol
3. Deputy Director, State Transport Police
4. DPS Emergency Management Coordinator

ESF-17, Animal Emergency Response

**Clemson University Livestock-Poultry Health**

1. Director, Clemson University Livestock-Poultry Health
2. Director, Meat and Poultry Inspection
3. Director, Animal Health Programs
4. Director, Veterinary Diagnostic Center
5. Veterinary Area Supervisor, Meat and Poultry

ESF-18, Donated Goods and Volunteer Services

**Budget and Control Board**

1. Executive Director
2. Chief of Staff
3. Director, General Services Division
4. Director, Strategic Planning and Operations
5. General Counsel
6. Director of Internal Operations

ESF-19, Military Support

**SC Army National Guard, OTAG**

1. Adjutant General
2. Deputy Adjutant General
3. Chief of Staff
4. Director of Plans, Operations, and Training
5. Director of Logistics
6. U.S. Property and Fiscal Office

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